



Department of Planning, Building and Code Enforcement
200 East Santa Clara Street
San José, California 95113-1905

Hearing Date/Agenda Number:

P.C. 11/08/06 Item: 7b.1

File Number:

GPT05-08-01

Council District and SNI Area:

5, 7, 8 / West Evergreen, East Valley/680
Communities, K.O.N.A

Major Thoroughfares Map Number:

N/A

Assessor's Parcel Number(s):

N/A

Project Manager:

John W. Baty

GENERAL PLAN REPORT

2006 Fall Hearing

TEXT REFERENCE:

Chapter V. Land Use/Transportation Diagram; pages 143, 144, 164, 173

Appendix E. Major Collector Streets; pages E-1 to E-6

PROJECT DESCRIPTION:

Amend text in Chapter V. Land Use/Transportation Diagram in the following sections: Special Strategy Areas, Evergreen Development Policy, Edenvale Area Development Policy, Silver Creek Planned Residential Community-Provision of Public Services, Evergreen Planned Residential Community-Relationship to Evergreen Development Policy

Amend Appendix E. Major Collector Streets to downgrade the following streets from 4-lane Major Collector Streets to 2-lane Major Collector Streets: Delta Road; Murillo Avenue (from Tully Road to Aborn Road); Nieman Boulevard, Quimby Road (east of White Road); Ruby Avenue (between Kohler Avenue and Aborn Road, and between Fowler Road and Delta Road); and Yerba Buena Road (from Old Yerba Buena Road to Aborn Road).

LOCATION: Various

ACREAGE: N/A

APPLICANT:

Yerba Buena OPCO

ENVIRONMENTAL REVIEW STATUS:

Evergreen East Hills Vision Strategy Environmental Impact Report pending certification on November 8, 2006.

PLANNING STAFF RECOMMENDATION:

Adopt the proposed text amendment.

Approved by:

Date:

Stanley Kahr
Nov. 2, 2006

PLANNING COMMISSION RECOMMENDATION:

CITY COUNCIL ACTION:

CITY DEPARTMENT AND PUBLIC AGENCY COMMENTS RECEIVED:

- None received.

GENERAL CORRESPONDENCE:

- See attachments to the Evergreen Development Policy Staff Report of general correspondence letters.
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ANALYSIS AND RECOMMENDATIONS:**RECOMMENDATION**

Planning staff recommends the Planning Commission forward to the City Council the following recommendation:

- Amend the General Plan Land Use/Transportation Diagram with the proposed text changes.

Should the Planning Commission not support the proposed Evergreen Development Policy update and prefer that these development opportunities be considered as part of the upcoming General Plan update, the Planning Commission should forward a recommendation of no change to the General Plan.

BACKGROUND

This is a privately initiated text amendment to address changes proposed through the Evergreen•East Hills Vision Strategy (EEHVS) process including a proposed update to the Evergreen Development Policy (EDP) and proposed General Plan amendments (file nos. GP05-08-01A through F).

ANALYSIS**Text Revisions**

Various text revisions are required to ensure consistency between the General Plan and proposed Evergreen Development Policy update. These include a description of the EEHVS process and revisions to capture the major features of the proposed EDP update.

In light of the proposed conversion of employment lands within the Evergreen Campus Industrial area, staff proposes to include text in the Edenvale Area Development Policy section of the General Plan acknowledging the importance of retaining jobs within the Edenvale Area Development Policy boundaries.

Amend Appendix E – Major Collector Streets

A Major Collector street is a facility that serves internal traffic movements within an area and connects this area with the major arterial system. The standard right-of-way for Major Collector streets is 60 to 90 feet, which can accommodate two or four lane streets. An Arterial street is a facility that accommodates major movements of traffic not served by expressways or freeways. There are two potential right-of-way widths for Arterial streets, Minor - 80 to 106 feet and Major - 115 to 130 feet. The number of lanes for an Arterial street depends on the function of the arterial, its location and the volume of traffic it is expected to handle. Appendix E of the General Plan specifies the maximum number of lanes for each Major Collector street and identifies the Arterial streets that are planned to have only two lanes. The purpose of Appendix E is to provide the community with the knowledge and understanding of the City's long-range plan for the ultimate width of Major Collector and Arterial streets.

The proposed changes to Appendix E stem from the Major Roadway Audit conducted by the Department of Transportation (DOT). Under the current General Plan Land Use/Transportation Diagram, several major roadways in the City of San Jose have yet to be constructed to their ultimate planned width. Based upon current traffic projections, the City has determined that four lanes on certain segments are not needed to accommodate future demand. Therefore, the following street segments are proposed to change from the planned four lane streets to two lane streets:

- Delta Road
- Murillo Avenue from Tully Road to Aborn Road
- Nieman Boulevard
- Quimby Road east of White Road
- Ruby Avenue between Kohler Avenue and Aborn Road
- Ruby Avenue between Fowler Road and Delta Road
- Yerba Buena Road from Old Yerba Buena Road to Aborn Road

The proposed changes to Appendix E of the General Plan would not result in any physical changes to the streets themselves, to existing traffic patterns or adjacent land uses.

PUBLIC OUTREACH/INTEREST



Criteria 1: Requires Council action on the use of public funds equal to \$1 million or greater. **(Required: Website Posting)**



Criteria 2: Adoption of a new or revised policy that may have implications for public health, safety, quality of life, or financial/economic vitality of the City. **(Required: E-mail and Website Posting)**



Criteria 3: Consideration of proposed changes to service delivery, programs, staffing that may have impacts to community services and have been identified by staff, Council or a Community group that requires special outreach. **(Required: E-mail, Website Posting, Community Meetings, Notice in appropriate newspapers)**

As described in the public outreach section of the EDP staff report this project goes beyond the requirements of Council Policy 6-30: Public Outreach for Pending Land Use and Development Proposals.

COORDINATION

As part of the EEHVS, Planning staff works closely with representatives of the many City Departments and Offices, including, but not limited to the Public Works, Transportation, Finance, Library and Park, Recreation & Neighborhood Services departments, along with the City Attorney's Office. The preparation of this report was coordinated with the City Attorney's Office.

CEQA

An Environmental Impact Report (EIR), entitled *Evergreen • East Hills Vision Strategy Project*, was prepared for the proposed Evergreen • East Hills Vision Strategy and provides both program level and project level environmental review appropriate to address and evaluate the environmental impacts of the project appropriate for the adoption of the proposed General Plan amendments, modification of the Evergreen Development Policy, funding agreement, and subsequent Planned Development (PD) rezonings. The Draft EIR was circulated for public review and comment from February 3, 2006 to March 20, 2006.

Staff Recommended Text Amendments

Amend Chapter V. Land Use/Transportation Diagram; Special Strategy Areas

1. Page 143

Evergreen•East Hills Vision Strategy

In 2003, rather than pursue General Plan changes and Evergreen Development Policy modifications in a piecemeal fashion, several Evergreen area property owners/developers agreed to participate and fund a comprehensive community-based land use and transportation planning effort. The property owners/developers also offered to fund transportation improvements (including upgrades to Highway 101) and community amenities in addition to the typical requirements of development (such as fees, taxes, environmental mitigations, etc.). The property owners/developers represent four sites (opportunity sites) known as: Arcadia, Pleasant Hills Golf Course, Campus Industrial and Evergreen Valley College. This comprehensive planning effort was originally called the Evergreen Visioning Project/Smart Growth Strategy.

The planning process began in August 2003 with the formation of a task force composed of neighborhood association leaders, Strong Neighborhood Initiative Neighborhood Advisory Committee representatives, Knight Evergreen-Eastridge Charrette participants, business and professional representatives, school board members and administrators, and other stakeholders. This task force adopted a set of Guiding Principles to help create a community-based plan that would facilitate the introduction of “smart growth” and sustainable development in a suburban area that grew up around the automobile. The Guiding Principles specifically sought to create parks and recreation amenities; foster walking, bicycling and transit use; encourage the protection of natural resources; ensure a mix of businesses and services to support the local community; and facilitate affordable housing. The Guiding Principles were used to identify a balance between new development (residential and non-residential development in infill locations) and the construction of transportation investments and community amenities. This unique balancing act is intended to improve the overall quality of life in and around Evergreen.

In June 2005 the City Council reconfigured the original task force to have broader community representation and the process became known as the Evergreen•East Hills Vision Strategy (EEHVS). At that time the Council also adopted ten Vision and Expected Outcome statements to guide the planning effort. The Guiding Principles crafted by the original Task Force are incorporated by reference into the Vision and Expected Outcomes.

The major component of the EEHVS includes a comprehensive update of the Evergreen Development Policy (EDP) to allow new development in the area within the City’s Urban Growth Boundary generally south of Story Road and east of Highway 101. The EDP also contains design guidelines to provide additional policy direction to achieve the Guiding Principles and Council Vision and Expected Outcomes. Other components include General Plan Land Use/Transportation Diagram amendments to secure development potential on the four opportunity sites, and a Funding Agreement to ensure construction of the transportation and community amenity improvements.

The EEHVS process, from August 2005 to December 2006, involved extensive community outreach through staff participation in numerous open meetings, including Task Force meetings, neighborhood meetings, general community meetings, and other forums. The Evergreen Visioning Project/Smart Growth Strategy process, which preceded the EEHVS process, involved a similar level of community outreach between August 2003 and June 2005.

Amend Chapter V. Land Use/Transportation Diagram; Special Strategy Areas; Area Development Policies; **Evergreen Development Policy** as follows:

2. Page 144. ~~The Evergreen Development Policy (EDP) was originally adopted in 1976 to address the issues of flood protection and traffic capacity in Evergreen. The policy applies to all property in the area located south of Story Road and west of the Bayshore Freeway (State Route 101). This policy was based upon City analyses done in 1974 and 1975 which concluded that transportation and flood protection deficiencies constituted substantial constraints to development in Evergreen. The policy ensures that the total number of existing dwelling units, plus those which have zoning, tentative map, or site development approval would be regulated to maintain an average Level of Service "D" capacity for the screenline intersections. The revisions to this policy in 1995 provide the policy framework for the buildout of Evergreen. The policy specifies a residential development potential for the policy area and identifies the required transportation system improvements to support this buildout.~~

The boundaries of the *Evergreen Development Policy* (EDP) are defined as the land within San Jose's Urban Service Area Boundary, south of Story Road, east of U.S. Highway 101, and north of the intersection of U.S. Highway 101 and Hellyer Avenue.

The original EDP was adopted in August 1976 to address the issues of flood protection and traffic capacity in the Evergreen area. The EDP was based on City analyses, which concluded that transportation and flood protection deficiencies constituted substantial constraints to development in Evergreen. The 1976 EDP established the policy framework for dealing with the planned development of Evergreen as identified by the General Plan at that time, and identified specific programs for correcting the service deficiencies. Since the adoption of the EDP, growth in the Evergreen area has been limited by the availability of urban services, particularly the capacity of the transportation and flood control systems. In particular, the goal of the EDP was to limit the construction of new residential units so that a traffic Level of Service "D" would be maintained at key boundary (screenline) intersections.

Under the original EDP, the screenline intersections reached their maximum traffic capacity in 1989, effectively preventing additional residential development. At that point, however, there was potential for the construction of almost four thousand new units based on existing General Plan land use designations. Of these potential units, 2,996 were within a sub-area of the EDP, the *Evergreen Planned Residential Community* (EPRC).

In 1990, the City Council initiated the *Evergreen Specific Plan* (ESP) for the EPRC to create a unique suburban area with a mix of lot sizes, housing types, some retail, parks, schools, and other amenities. The ESP was the catalyst to revise the EDP, and through that effort, the City was able to identify additional traffic mitigation to support the construction of the new units. Traffic analysis performed in conjunction with the preparation of the *Evergreen Specific Plan* (ESP) quantified the amount of traffic capacity required to allow full development of the remaining

vacant lands in Evergreen, and identified potential street improvements which could provide the required capacity. In 1991, the City Council approved the ESP and revised the *Evergreen Development Policy* to be consistent with the Evergreen Specific Plan.

The *Evergreen Development Policy* was again revised in 1995 to provide the policy framework for the additional future development of Evergreen based on the General Plan at that time. The goal of maintaining the basic traffic LOS “D” and hundred-year flood projection standards of the original 1976 and 1991 Revised EDP was preserved as prerequisites to project approvals. The 1995 Revised EDP identified the remaining watershed and street system improvements required to allow 4,759 dwelling units to proceed.

A minor modification was made to the EDP in August 1998 to refine the traffic analysis methodology in order to facilitate small-scale, non-residential development. Following this modification, traffic analysis methodology was no longer based upon screenlines intersections, but based upon measurement at all affected intersections.

In 2006, the EDP was updated to replace the previous EDP and provide a comprehensive policy framework for new development within the EDP area. The 2006 EDP update was developed through the community-based process called the Evergreen•East Hills Vision Strategy. In exchange for exceeding LOS standards at various EDP area intersections the Policy allows for development of up to <blank> dwelling units, up to <blank> square feet of commercial/office and up to <blank> non-residential trips within the EDP area while balancing the community’s need for transportation investments and amenities. The Policy provides a mechanism to fund transportation system improvements and desired neighborhood through private development beyond the City’s typical requirements for such improvements.

Amend Chapter V. Land Use/Transportation Diagram; Special Strategy Areas; Area Development Policies; **Edenvale Area Development Policy** as follows:

3. Page 144, after first paragraph. Recognizing the limited employment lands available in the southeast part of the City, protecting these lands is critical to furthering the Economic Development Major Strategy. The conversion of the Evergreen Campus Industrial employment lands, as part of the Evergreen•East Hills Vision Strategy, further reinforces the importance of retaining the employment lands located within the Edenvale Area Development Policy boundaries.

Amend Chapter V. Land Use/Transportation Diagram; Planned Residential Community / Planned Community; Silver Creek Planned Residential Community; **Provision of Public Services** as follows:

4. Page 164, paragraph 5. The Evergreen Development Policy (EDP) is a separate policy document adopted by the City Council originally to address traffic congestion and flooding problems in the Evergreen area including the Silver Creek Planned Residential Community. The EDP was revised as part of the Evergreen Specific Plan (ESP) process, which identified off site transportation improvements that needed to occur to allow additional development within the EDP area. The EDP was updated again through the Evergreen•East Hills Vision Strategy process to allow additional development to occur in balance with transportation investments and community amenities. The EDP was revised as a part of the process that created the Evergreen Specific Plan (ESP) described in the section. The focus of the revision was the identification of appropriate traffic mitigation measures to implement the land use plan of the ESP and to allow other existing vacant residential land in the area to develop. The off site improvements required for new

~~development were identified through a reevaluation and revision of the EDP. The revised EDP identifies two major off-site transportation improvements which must occur to allow full development of the area: 1) a five mile segment of Capitol Expressway which must be widened to eight lanes (including two HOV lanes) or the equivalent; and, 2) an additional on-ramp and lane from Capitol Expressway to Highway 101. The nature of these improvements is described in, and will be implemented through, the EDP.~~

Amend Chapter V. Land Use/Transportation Diagram; Planned Residential Community / Planned Community; Evergreen Planned Residential Community; **Relationship to Evergreen Development Policy** as follows:

5. Page 173. The Evergreen Development Policy is a separate policy document adopted by the City Council originally to address traffic congestion and flooding problems in the Evergreen area. The Evergreen Planned Residential Community (EPRC) is located within the much larger EDP area. The EDP was revised in 1991 as a part of the process that created the Evergreen Specific Plan (ESP). The focus of ~~the~~ that revision was the identification of appropriate traffic mitigation measures to implement the land use plan of the ESP. The Evergreen Specific Plan document identifies the on-site and off-site street improvements that were necessary to implement development in the Evergreen Planned Residential Community. The off-site improvements required to serve the EPRC, as well the remaining undeveloped lands in the Evergreen Development Policy area, were identified through a 1991 reevaluation and revision of the EDP. The 1991 revised EDP identified two major off-site transportation improvements which ~~must~~ were required to occur before the EPRC ~~can be~~ was fully developed: 1) a five mile segment of Capitol Expressway which ~~must be~~ was widened to eight lanes (including two HOV lanes) ~~or the equivalent~~; and, 2) an additional on-ramp and lane from Capitol Expressway to Highway 101. The nature of these improvements is described in, and ~~will be~~ was implemented through, the 1991 revised EDP. The 1991 revised Evergreen Development Policy also ~~identifies~~ identified the flood control improvements that ~~will be~~ were necessary to develop the Evergreen Planned Residential Community. These improvements focused on the three creeks contained in the EPRC. Evergreen Creek is already improved, and the ESP ~~provides~~ provided for the improvement of both Quimby and Fowler Creeks. ~~Improvements to Quimby and Fowler Creeks will maintain the existing riparian areas in an undisturbed state. The lower reaches of both creek channels will be improved by creating channels where none currently exist and by planting substantial vegetation. Both creeks will carry water to two retention basins designed as lake amenities for the EPRC. These improvements will be supplemented by parallel underground drainage systems which will be used to carry any water above normal runoff and prevent flooding.~~

Staff Recommended Text Amendments

Amend Appendix E, Major Collector Streets, page E-3 through E-7

Street Name	Number of Travel Lanes Planned for Year 2020
Delta Rd.	Four Lanes Two Lanes
Murillo Av.	Four Lanes Two Lanes from Tully Road to Aborn Road
Nieman Boulevard	Four Lanes Two Lanes
Quimby Road	Four Lanes Two Lanes east of White Road
Ruby Avenue	Two Lanes between Kohler Avenue and Aborn Road and between Fowler Road and Delta Road
Yerba Buena Road	Four Lanes Two Lanes from Old Yerba Buena Road to Aborn Road